

New York State Comprehensive Emergency Management Plan

Mass Care Annex



**Disaster Preparedness
Commission**

**Prepared by the New York State
Disaster Preparedness Commission**

March 2023

Plan Revision History/Record of Distribution

Date of Revision	Subject Matter	Page(s)	Completed by:
1999-2017	Human Services Branch Annex/ Mass Care Appendix		Human Services Branch
2018	Incorporate ESF Construct	All, as warranted	OEM Planning
2019	Update Plan Components with EMAP Standards, updated Agency information in Attachments	All, as warranted	OEM Planning
January 2020	Annual Maintenance and Review	All, as warranted	ESF #6/OEM Planning
December 2020	Added information from COVID and Wraparound Services, Added Mass Care Response Interval	All, as warranted	ESF #6/OEM Planning
March 2021	Annual Maintenance and Review	All, as warranted	ESF #6/OEM Planning
March 2022	Annual Maintenance and Review	All, as warranted	ESF #6/OEM Planning
August 2022-March 2023	Added information from STTTRAT meetings, Annual Review and Maintenance	All, as warranted	ESF #6/OEM Planning

Provided to:	Date Provided	Provided by:
ESF #6 Agencies	November 2018	OEM Planning/SP
ESF #6 Agencies	October 2019	OEM Planning/SP
ESF #6 Agencies	January 2020	OEM Planning/SP
ESF #6 Agencies	January 2021	OEM Planning/SP

Table of Contents

Section	Page
Executive Summary/Policy	1
Comprehensive Approach	1
Management Responsibilities and Authority	1
Section I: General Considerations & Planning Guidelines	2
1. Introduction	2
2. Purpose	2
3. Scope	2
4. Situation	3
5. Planning Assumptions	4
6. Concept of Operations	5
7. Authorities or Policies	6
8. Annex Maintenance, Distribution, and Revision Process	7
Section II: Preparedness	8
1. Mitigation	8
2. Prevention	8
3. Planning and Risk Assessment	8
4. Mitigation Measures	9
5. Facilities	11
6. Memorandums of Understanding (MOUs) and Letters of Agreement (LOAs)	12
7. Testing, Training, Exercises, and Real-World Events	12
8. After Action Reports (AAR) and Corrective Actions Program (CAP)	12
Section III: Response	13
1. Alert, Notification, and Plan Activation	13
2. Emergency Response Levels	13
3. Direction and Control	15
4. Assignment of Responsibilities/Operational Coordination	15
5. Integration of Federal ESFs	16
Section IV: Recovery/Demobilization	18
1. Overview	18
2. Short-Term Recovery	18
3. Activation Declination	18
4. Demobilization	18
Attachment 1: Matrix of Wraparound Services for State Agency Support	20

Attachment 2: Emergency Sheltering Resources	24
Attachment 3: Emergency Feeding Resources	28
Attachment 4: Reunification Resources	32
Attachment 5: Distribution of Emergency Supplies	35
Attachment 6: DAC/DRC Operation	40

Executive Summary/Policy

The mission of the State of New York and the Disaster Preparedness Commission (DPC) is to provide leadership, coordination, and support for efforts to prepare for, respond to, and recover from incidents that require a State emergency response. In times of disaster, State agencies will be used to augment local resources by providing and administering programs with the focus of responding quickly and compassionately to the needs of disaster survivors, typically through the use of Emergency Support Functions (ESFs). These ESFs provide the structure for coordinating response activities for disasters or emergencies that exceed the capability of the local resources. At the State level, ESF #6 is the primary ESF used for the coordination in delivering mass care services. Other ESFs may be used for coordination of additional response and/or services, based on the needs and severity of the incident.

Comprehensive Approach

At the State level, coordinating the delivery of mass care, emergency assistance, housing, and human services are vital roles in the State's response. The objective of the Mass Care Annex is to minimize the impact of disasters on populations by quickly and efficiently providing comprehensive services through the integration of the Whole Community approach, therefore maintaining the focus on individual preparedness and community engagement to enhance resiliency.

Management Responsibilities and Authority

Disasters have the potential to exhaust resources at the local level, which warrants support from the State to effectively respond to the event. Local government mass care resources will likely be overwhelmed, and the State may need to provide additional assistance to support local efforts, including sheltering for all populations, feeding, bulk distribution of relief items, and family reunification. Federal assistance may be required to augment local and State efforts in providing mass care relief, as the need for assistance may surpass both local and State resources.

Section I: General Considerations and Planning Guidelines

1. Introduction

The State of New York experiences a wide variety of disasters and emergencies that may result in loss of life, damage, destruction of property, and negatively affect community members. Potential community disasters can be a result of natural or human-caused emergencies which pose challenges in sheltering, feeding, family reunification, and distributing emergency supplies to people who have been impacted by an emergency or disaster. Disasters have the potential to exhaust resources at the local level and warrant support from the State, or possibly the Federal government, to effectively respond to the event. At the State level, coordinating mass care operations include sheltering, feeding, distribution of emergency supplies, and family reunification. This Mass Care Annex is intended to provide information, guidance, and a process for coordinating available State, Federal, and NGO resources to support local mass care operations through the response and recovery phases.

2. Purpose

The State Comprehensive Emergency Management Plan (CEMP) has been structured into three distinct, but interconnected volumes. These are:

- Volume 1: All-Hazard Mitigation Plan
- Volume 2: Response and Short-Term Recovery
- Volume 3: Long-Term Recovery

The purpose of the State CEMP is to identify the State's overarching policies, authorities, and response organizational structure that will be implemented in an emergency or disaster situation that warrants a State response. The State CEMP serves as the foundational framework for the State's response levels and serves as the operational basis of which other functional and hazard-specific annexes are built upon. These annexes address a broad range of consequences to respond to the State's highest rated hazards.

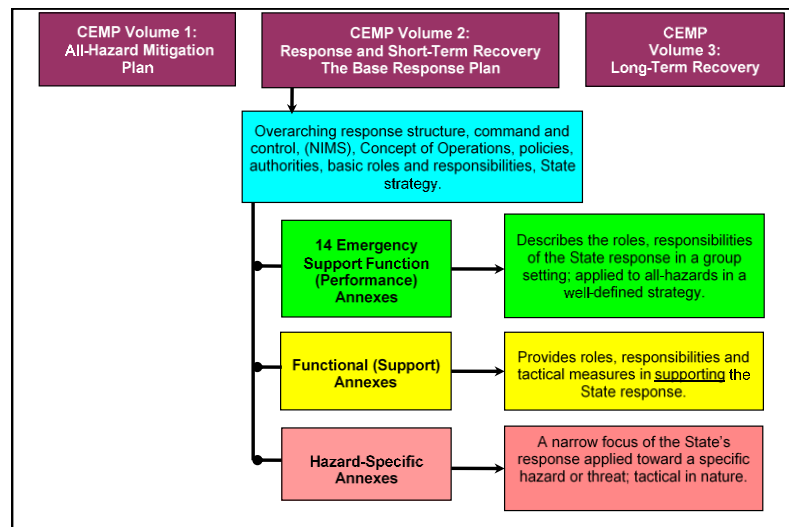


Figure 1: Structure of the State Comprehensive Emergency Management Plan

The purpose of this Annex is to ensure that the State can adequately prepare for and provide mass care support to an affected population; inclusive of life-sustaining and human services resources such as hydration, feeding, sheltering, temporary housing, evacuee support, reunification, and distribution of emergency supplies. Further, this Annex identifies the key mechanisms in coordinating with the local response and identifies the lines of coordination to interoperate with the Federal ESFs via the National Response Framework (NRF).

3. Scope

This Annex applies to any incident that warrants mass care support from the State of New York. This Annex applies to all ESFs and authorities that may be directed to respond to such an incident. Response operations requiring mass care resources will encompass the efforts identified in this Annex and utilize existing State capabilities. Further, this Annex acknowledges that local and State ESF

response capabilities and this plan may be exceeded, necessitating the use of Federal ESF agencies and resources.

4. Situation

New York State experiences many natural and human caused disasters annually. From coastal storms, flooding, winter storms, or pandemics, the State must be prepared to respond to assist with mass care operations when local government mass care resources are overwhelmed. Over 19 million people reside in New York State, with many demographic profiles spanning both rural and urban areas of the State. The State, and/or the Federal government, depending on the severity and scope on the incident(s), may need to provide additional assistance to support local efforts, including sheltering for all populations, feeding, bulk distribution of relief items, and family reunification.

Past events in the State of New York have required large-scale mass care operations. These events have become lessons and examples on how to improve response and recovery efforts for future incidents.

- On September 11, 2001, a series of coordinated terrorist attacks occurred throughout the United States. Two hijacked planes crashed into the North and South towers of the World Trade Center in Manhattan, resulting in the towers collapse. The toxic chemical cloud and dust from the collapse and burning at ground zero became a major decontamination concern of hospitals and shelters for potential victims.
- In June 2006, storms and flooding in Central and Southeastern New York resulted in significant power outages, destruction of hundreds of homes, evacuations of thousands of residents, and the closure of hundreds of miles of roadways.
- In August 2007, severe storms and tornadoes caused more than three inches of rain within a few hours in New York City and Staten Island, with tornadoes recorded in Brooklyn and Staten Island.
- In 2011, Hurricane Irene resulted in power outages in almost 640,000 homes and business in NYC, with approximately 3 million people without electricity in New York and Connecticut.
- Within one week of Hurricane Irene, Tropical Storm Lee hit New York State. Between the two storms, 198 shelters housed 18,000 citizens.
- During Tropical Storm Lee, over 20,000 residents were forced to evacuate Broome County.
- As a result of Hurricane Irene, several streams and rivers overflowed in Schoharie County, leaving over 1,000 residents displaced and public infrastructure destroyed. Schoharie County then sustained further damage a week later from Tropical Storm Lee. Flooding occurred again in 2013, where the school was cut off from transportation routes due to impassable roads. School children were sheltered in place in the school until it was safe.
- During Superstorm Sandy in 2012, fire stations and other public buildings became last resort shelters, with firefighters tasked to manage the shelters and provide mass care support in poorly equipped facilities for mass care needs or comfort while attempting to perform their first responder duties. Some facilities were too crowded or lacked basic services such as electricity, water, and sewer. Other facilities were within the flooded areas and needed to be evacuated, causing the loss of materials and resources.
- In October 2012, Superstorm Sandy displaced hundreds of thousands of people across New York State. The American Red Cross (ARC) provided more than 74,000 overnight stays in ARC shelters, 17 million meals and snacks, and delivered food, blankets, health care, emotional support, and critical relief supplies throughout the Greater New York region.
- In November 2014, heavy, wet lake effect snow in Western New York caused thousands of trees and powerlines to break and fall resulting in homes and business being without power for days, forcing hundreds of people to seek emergency shelter. Fire departments and police

departments became last resort shelters. The combined 7 feet of snow, as a result of two storms, led to abandoned vehicles, thousands of stranded motorists, food and gas shortages, accounts of looting, and at least 13 deaths.

- A Halloween storm in 2019 dropped record-breaking rain across Western, Northern, and Upstate New York causing widespread flooding, while high winds knocked out power to over 200,000 residents. Several residents had to be evacuated from their homes and cleanup activities took several weeks.
- During the pandemic response to Novel Coronavirus COVID-19 in 2020, the need for non-congregate sheltering was considered. Many State and local partners worked with the State and Federal government to identify surge locations in the event non-congregate sheltering was required. It was determined that any shelter site can undergo augmentation, to include ensuring appropriate social distancing, sanitizing, temperature checks, etc. Additionally, during the COVID-19 response, operations ensued to ensure that various New York food banks had adequate food and supplies to assist New Yorkers in need.
- After Hurricane Ida, ESF 6 played a role in the federally declared disaster at Disaster Recovery Centers by offering services to affected populations.
- In 2022, New York City requested operational and planning assistance from the State to assist with sheltering and mass care needs of the asylum seekers being bussed to NYC from border states.

Disasters are inclusive of diversity, affecting persons regardless of race, religious beliefs, ethnicity, age, gender, physical abilities, political beliefs, or socio-economic status. Additional social or physical barriers may exist for people that are considered at-risk populations. This includes individuals or groups whose needs are not fully addressed by traditional service providers or who feel they cannot comfortably or safely use the standard resources offered during preparedness, response, and recovery efforts. The Emergency Management Accreditation Program 2016 definitions identified at-risk groups to include people who are physically or mentally disabled (e.g., blind, deaf, hard-of-hearing, have learning disabilities, mental illness and/or mobility limitations), people with limited English language skills, individuals who are geographically and/or culturally isolated, people who are homeless, senior citizens, and/or children.

5. Planning Assumptions

- The identification, activation, operation, and demobilization of temporary emergency shelters in response to an emergency or disaster are primarily the responsibility of each county and local officials working in partnership with the ARC.
- Local government mass care resources will likely be overwhelmed, and the State may need to provide additional assistance to support local efforts, including sheltering for all populations, feeding, bulk distribution of relief items, and family reunification.
- Federal assistance may be required to augment local and State efforts in providing mass care relief, as the need for assistance may surpass both local and State resources.
- Based on the severity of the emergency or event, delays may occur at all levels of government in obtaining resources and supplies to support local sheltering and mass care operations.
- Should predesignated local disaster shelter sites be destroyed or become inoperable by the disaster, alternate shelter sites will be identified that may need to be located outside the impacted area. Transportation may need to be coordinated by ESFs # 6 and/or 7.
- Many pre-existing shelter facilities are public school buildings or community centers that are most readily accessible to populations within those communities. Facilities designated as shelters may or may not be equipped with an emergency generator to provide power to critical building systems.

- Shelters and other facilities utilized in mass care activities will be required to be compliant with the Americans with Disabilities Act (ADA) and meet the needs of individuals with Access and Functional Needs (AFN). Individuals and families may have specific needs which may not be immediately apparent or recognized at the time of the emergency, such as specific dietary needs, conditions that affect communication, limited English proficiency, disabilities, or chronic medical conditions that require a need to coordinate with ESF #8 to support medical or mental health needs. Most individuals with AFN, including individuals with disabilities, can be supported in a general population shelter environment through provision of materials.
- During an emergency, spontaneous and unanticipated shelters and/or feeding sites may open. The State will work with these local and not-for-profit partners to promote ADA-compliance. Spontaneous sites may not have adequate resources to sustain operations and request assistance through county or State resources.
- The State will work with local and not-for-profit partners to promote ADA-compliance. Upon arrival at the shelter, support, and any additional resources (equipment, services, personnel, etc.) will be identified for populations with AFN to maintain health, safety, and independence.
- Family reunification activities may be necessary should family members become separated or should unaccompanied minors arrive at shelters or other service sites. ESF #2 may need to coordinate internet access and/or phone communications.
- Person(s) arriving at shelters may arrive with their service animals and/or domestic/companion pets. County government has the general responsibility for developing the capacity to provide appropriate veterinary/companion animal sheltering services during an emergency situation. Coordination may be needed with ESF #11.
- Person(s) arriving at shelters may have been exposed to chemical, biological, radiological, or nuclear materials. Appropriate decontamination/treatment of individuals and pets may need to be addressed prior to entrance. Coordination may be needed with other ESFs, including ESFs #8, 10, and/or 11.
- Adequate food, water, sewer systems, and emergency supplies might not be available. It is the responsibility of the meal site to communicate what physical resources are available at that site. Food requirements will be identified by availability/delivery/consumption method. Congregate feeding sites or mobile feeding routes may need to be identified.
- Security may be required to support shelters and/or recovery centers, requiring coordination with ESF #13.
- ESF #6 will work with ESF #8 for recommended guidance for internal and external cleaning/disinfecting of shelter facilities, including any transportation to/from the shelter, to limit the spread of disease.
- There may be limitations to the types and availability of shelters. Congregate and non-congregate sheltering options may need augmentation for social distancing and spacing restrictions.
- Mass care response activities will continue until shelters are shut down when people either go home or transition to temporary housing.
- Mass care response activities may transition to recovery activities as the needs may change as people begin to repair the damage from the incident.

6. Concept of Operations

The concept of operations listed below is based on incidents that occur and warrants a response from the State. It follows the concept of a credible worst-case scenario of a significant disaster that initiates a mass care response.

- An incident occurs that warrants the activation of the State Emergency Operations Center (EOC) and has been identified as needing a potential mass care response.

- The identification, activation, and operation of temporary emergency shelters in response to an emergency is primarily the responsibility of county and local officials working in partnership with the ARC.
- State Office of Emergency Management (State OEM) will notify other appropriate DPC agency representatives, which may include the activation of ESFs #2, 6, 8, 10, 11, 13, and/or 15. ESFs #5 and 7 will be activated for all events, regardless of activation level.
- The Governor could exercise gubernatorial authority in declaring a State Disaster Emergency. In doing so, the Governor may direct any and all State agencies, including non-DPC agencies, to provide assistance under the coordination of the DPC.
- The State OEM will coordinate with the Department of Homeland Security (DHS)/Federal Emergency Management Agency (FEMA) and other Federal agencies, as needed, and will coordinate with Federal ESF partners, as needed.
- Mass care response activities may transition to short or long-term recovery activities, or mitigation measures may be identified to reduce the impacts of future incidents.

7. Authorities or Policies

The authority to develop this Annex and implement specific response actions to effectively respond to mass care needs can be found in a variety of New York State Laws, regulations, and Federal authorities, including but not limited to:

State Authorities

- NYS Executive Law Article 2-B State and Local Natural and Man-made Disaster Preparedness
- NYS Executive Law Article 18 NYS Uniform Fire Prevention and Building Code Act
- NYS Executive Law Article 22 Office of Victim Services
- NYS Executive Law Article 23 Fair Treatment Standards for Crime Victims
- 9 NYCRR 525 Practice and Procedure before the Office of Victim Services
- 18 NYCRR 491 Shelter for Adults
- 18 NYCRR 900 Shelter for Families
- 18 NYCRR 485 General Provisions
- 18 NYCRR 352.3 Rent Allowances
- Executive Order #26 of 1996 and #26.1 of 2006 as amended (NYS Adoption of the Incident Command System)
- NYS Civil Rights Law
- Ag & Markets Law 353-B Appropriate shelter for dogs left outdoors

Federal Authorities

- The National Emergencies Act, PL 94-412
- Section 319 of the Public Health Service Act
- Section 1135 of the Social Security Act
- Homeland Security Presidential Directive 5 (HSPD-5)
- Americans with Disabilities Act of 1990
- The Sandy Recovery Improvement Act of 2013
- 7 USC 2131-2156 Animal Welfare Act
- The Stafford Act
- PETS Act of 2006, PL 109-308
- Victims of Crime Act (VOCA) guidelines
- Robert T. Stafford Disaster Relief and Emergency Assistance Act, PL 93-288, as amended
- National Disaster Recovery Framework (NDRF)
- National Response Framework (NRF)

8. Annex Maintenance, Distribution, and Revision Process

The State OEM Planning Section has the responsibility for the development, review, and maintenance of all multi-agency response plans under the State CEMP. As required under New York State Executive Law Article 2-B, each plan shall undergo an annual review, update, and be posted online (if applicable) no later than March 31 of each year.

During the annual review by the Planning Section for its material, this Annex is examined for both content and format. For updates that do not impact operational mechanisms or processes, the appropriate edits are initiated within the Planning Section and do not warrant external involvement. Annex updates will also be conducted based upon experiences and lessons learned from exercises or real-world events, or through administrative changes in government. Planning Section updates and/or edits affecting operational capabilities, responsibilities, or otherwise impacting operations will engage stakeholders in a variety of ways, such as verbally, by document review, meetings, webinars, or any combination thereof. Final drafts will be socialized to all appropriate agencies/personnel upon completion.

Section II: Preparedness

1. Mitigation

Volume 1 of the State CEMP is the *State Multi-Hazard Mitigation Plan*. Pursuant to the requirements of 44 CFR 201.4, the State Multi-Hazard Mitigation Plan is required to focus on natural hazards that are likely to substantially impact the State. Mitigation planning efforts for technological and human-caused hazards are also recognized and are being implemented throughout the State CEMP Volume 1 addresses the overall State hazard mitigation planning process, risk assessment, strategy development, and plan maintenance. The *State Multi-Hazard Mitigation Plan* was Federally approved by DHS/FEMA in December 2018 and is currently under review in compliance with FEMA guidelines. Each county has a FEMA-approved hazard mitigation plan.

2. Prevention

State OEM has a process to coordinate activities, to monitor the identified threats and hazards, and adjust the level of prevention activities commensurate with the risk.

The SWC is New York State's 24/7 alert and warning point. It supports the mission of the DHSES by maintaining situational awareness of state, national, and international incidents; sharing information with Division staff, State agencies, and other emergency officials; and notifying State agencies and counties of developing incidents. Additional threat assessments and/or surveillance programs are conducted by both internal and external stakeholders including but not limited to the Office of Counter Terrorism (OCT), New York State Intelligence Center (NYSIC), and the National Weather Service (NWS).

3. Planning and Risk Assessment

A variety of mechanisms are used to understand the various risks and associated threats and hazards facing the State.

County Emergency Preparedness Assessment (CEPA)

CEPA is a framework and tool to help State and local stakeholders assess risk, capabilities, and the potential need for support and resources during emergencies or disasters, including mass care operations. CEPA provides for a standardized and repeatable process to understand capabilities at the county level and identify statewide trends. CEPA provides insight into preparedness and response capabilities applicable to a broad range of risks. All counties update their CEPAs every three years.

The CEPA tool assists local subject matter experts to:

- Validate (or capture) some key information about the county (population, square miles, unique issues, etc.).
- Conduct a hazard assessment using a standardized methodology (likelihood x consequence) based on credible worst-case scenarios.
- Conduct a capability assessment using a standardized methodology to examine Planning, Organization (People), Equipment, Training, and Exercise (POETE) components of each capability and identify any capability gaps.
- Determine capacity limitations for each response capability (i.e., how long the county can deliver the capability without mutual aid).
- Identify an inventory of some key response resources within the county and any anticipated resource needs.
- Capture strengths/best practices and areas for enhancement.

Threat Hazard Identification Risk Assessment (THIRA)

As required by the Homeland Security Grant Program (HSGP) and the National Preparedness Goal (NPG), the State must complete an annual Threat Hazard Identification Risk Assessment (THIRA). The process involves the identification of scenarios that will most stress the State's capabilities and an assessment of those capabilities. Those capabilities are mapped to the core capabilities in each of the ESF Annexes created under the State CEMP.

Previous Events and Operations

County and local government serve as the best source of information and situational awareness as to what is needed. Predicting critical resource needs based on previous events and operations allows local municipalities and the State to pre-position an estimate of supplies based on previous usage. However, not all hazards and emergencies are the same, and demographics within a community are likely to change. The State has the capability to review previous incident data to determine a general idea of the number of people affected in a certain area and the amount and types of resources that were requested by local governments.

For example, during weather-related events, the State was able to utilize GIS service to depict on a map the detailed locations of shelters, the deployment of resources and the location, and resources that had been staged, deployed, and tracked. Subsequent EOC activations have utilized GIS mapping for deployment of resources.

4. Mitigation Measures

A variety of other planning efforts are ongoing throughout the State. In large part, those planning efforts are attached or scoped to address a certain asset, grant deliverable, or program. Regardless of the design parameter, there are several lead efforts that can be leveraged, with caveats, to support mass care operations. These include, but are not limited to, supplies, equipment, plans, procedures, signage, office equipment, and comfort kits.

Distribution and Inventory Management Annex

The purpose of this Annex is to ensure that the State has a detailed plan to provide distribution and inventory management capabilities that can be applied during disasters and emergencies within the state, including ordering, distributing, managing, transporting, staging, and demobilizing critical resources.

Emergency Contracts

Emergency Standby Services Contracts have been established through the State Office of General Services (OGS) that can serve to support the State, local governments, and school districts. This support can include the distribution of commodities through third-party vendors, if needed. OGS manages nearly 1,500 contracts for commodities, services, and technology. Emergency resources on centralized contracts can be found at: <https://ogs.ny.gov/procurement/emergency-resources>.

Emergency Management Assistance Compact (EMAC)

The Emergency Management Assistance Compact (EMAC) is a nationally adopted Interstate Mutual Aid Agreement. EMAC has been ratified by U.S. Congress (PL 104-321) and is law in all 50 states, the District of Columbia, Puerto Rico, Guam, and the U.S. Virgin Islands. EMAC is implemented through State OEM on behalf of the Governor and follows the five-step process to facilitate mutual aid. As a member of EMAC since 2001, the State has access to other state's resources during a State-declared disaster. The process for acquiring resources from other states is identified in the EMAC User's Guide.

FEMA Region 2 All-Hazards Concept of Resource Support Plan

New York State participates in the FEMA Region 2 All-Hazards Concept of Resource Support Plan annually and updates available mass care commodity information in preparation for hurricane season.

Logistics Annex

The purpose of this Annex is to ensure that the State is able to respond to the logistical needs associated with disasters and emergencies with the state, including pre-positioning resources for known events and having adequate resources for no-notice events.

New York Responds (NYR)

New York State currently uses the universal emergency management software platform NY Responds to submit and share vital disaster-related information with local governments and State agencies. NYR tracks incident reports and resource requests with real-time tracking of assets. Resource requests for products, personnel, limited resources, transportation, procurement, or any mission request needed to support the incident are processed in NYR. These mission requests are then tasked to the appropriate ESF for fulfillment. If State agencies are unable to fulfill mission requests, alternate sourcing mechanisms are used, which include procuring, requesting Federal assistance, EMAC, and donations.

Previous Events and Operations

The State has the capability to review previous incident data to determine a general idea of the number of people processed through local shelters or Disaster Assistance Centers, the amount and types of resources that were requested, and the logistical resources used to provide assistance in acquiring, transporting, and distributing the resource.

Private Sector

The State can use multiple online platforms to receive support from the private sector. DHSES and other agencies have internet websites that can be used for donors to offer goods and services that may be needed. At the operational level, private sector partners can be leveraged through the State EOC through NYS ESF #7, in conjunction with Procurement and implementation of the Volunteer and Donations Management Annex. In past events, such as Tropical Storms Irene/Lee, Superstorm Sandy, and COVID-19, private sector partners supported New York State through coordination with the State EOC. This support has included commercial supply chains, such as Walmart and Target, and shipping service providers, such as UPS and FedEx. The State also has numerous standby emergency contracts in place with the private sector for a broad range of services, including supply and distribution capabilities.

State/Territory/Tribal Recovery Readiness Assessment Tool (STTRRAT)

The State participated in the STTRRAT program with FEMA in 2022. This tool assisted ESF #6 with identifying capabilities and areas of improvement in the following key priorities: human services programs, crisis counseling, Disaster Recovery Centers, partner engagement, disaster donations, disaster volunteers, disaster housing, preliminary damage assessments, sheltering operations, feeding operations, reunification, distribution of emergency supplies, evacuee support, pet sheltering, and disability and access and functional need supports.

Stockpile Program

The Stockpile Program consists of 10 strategically placed locations across the state that house a variety of resources often needed during a disaster. These essential resources include generators, light towers, mass care supplies (e.g., cots, blankets), meals ready to eat (MREs), pumps, and numerous other assets often needed during an emergency. Stockpile requests are considered by DHSES (in consultation with county emergency management) on a case-by-case basis depending on the nature of the request and the situation. However, the stockpile assets are only intended to be used during

emergency situations and after other local resourcing options have been exhausted. All requests must be made to DHSES through the county emergency manager. These supplies will be deployed during a disaster from the nearest locations first and from other stockpiles as needed thereafter.

Temporary Emergency Animal Sheltering Appendix

The purpose of this Appendix is to define the operational concepts and responsibilities to support and assist municipalities in establishing and maintaining TEAS. These shelters will serve individuals with household pets and service animals displaced by the effects of an emergency or disaster, or when seeking protection from an imminent or actual hazardous event or conditions.

Volunteer and Donations Management Annex

The Volunteer and Donations Management Annex is intended to coordinate the processes used by New York State Office of Emergency Management (State OEM) to ensure the most efficient and effective use of donated resources, including donations of goods, services, volunteers, and/or financial donations. This is a cooperative effort among various state, county, and local governments, and non-governmental agencies to ensure that donated items are utilized and distributed in an efficient and effective manner. Additionally, DHSES can initiate an 800 line and phone bank for donated goods and services, as needed.

Volunteer Organizations Active in Disasters (VOADs) and Community Agencies Active in Disasters (COADs)

In New York State, the county and regional COADs are chartered by NY VOAD and coordinated in partnership with County Emergency Managers. As part of the bylaws, the parties agree to establish best practices, procedures, capabilities, and capacities to build resilience and respond to the humanitarian needs of all residents of New York State when activated. State ESF #6 includes private sector and nonprofit partners under the VOAD partnership. DHSES/Individual Assistance (IA) is the VOAD liaison for New York State. State VOAD is comprised of over 50 agencies that have the ability to respond within the state and will work with counties directly at the community level with the COADs. At the local level, most COADs have an understanding with the local emergency manager of their defined role, however some counties have a more established networks than others. Should a county have a lack of local capacity or capability, the State VOAD may be able to assist with building out local level capacity, including donations management and volunteers for staffing shelters or distribution of emergency supplies. This capability is listed in the ESF #6 Annex, and the Volunteer and Donations Management Annex.

Wrap Around Services and Resource Matrix

During the COVID-19 response, ESF #6 and State agencies compiled a Wrap Around Services Matrix which defined capabilities of State agencies and associated partners in the areas of access and functional needs, caregiver support, childcare, communication, compensation, food, housing, medical care, pet care, pharmacy, psycho-social needs, school arrangements, security, social diversion, staging, transportation, utility support, and work arrangements. This Matrix is a base document for future events, as the needs of each event may differ in scope or applicability.

5. Facilities

Sheltering and Mass Care facilities have been pre-identified in local/county mass care plans, the National Sheltering Services database, and through an ARC spreadsheet. Where applicable, it is noted if a shelter is ADA compliant, the maximum capacity, and if it is pet friendly or not. As of 2022, all ARC shelters are pet friendly.

6. Memorandums of Understanding (MOUs) and Letters of Agreement (LOAs)

The ARC/State MOU was signed on 4/2/2021 and is in effect for five years. This MOU outlines the roles of the State and the ARC's response roles, including Home Fire Response Services, Sheltering, Feeding, Health Services, Mental Health Services, Spiritual Care, Reunification, Distribution of Relief Supplies, and Information and Referrals. ARC has recently changed their sheltering guidance and doctrine to allow for pet sheltering in ARC shelters.

ARC is in the process of reviewing their MOUs with both SUNY and NYSED for sheltering.

7. Testing, Training, Exercising, and Real-World Events

Testing, Training, and Exercising

The State of New York sponsors and conducts a variety of training to improve knowledge and response capability. This includes varying levels of training in the Incident Command System, the Professional Development Series (PDS) curriculum, and EOC Trainings. The State also participates in a wide variety of specialized training, including training to meet Federal program and grant requirements, such as the Emergency Management Performance Grant (EMPG). Further, many State agencies identify training requirements within their own organization to meet the needs of the agency for that specific discipline.

The State of New York has incorporated the Homeland Security Exercise and Evaluation Program (HSEEP) into its emergency management program. HSEEP consists of both doctrine and policy for designing, developing, conducting, and evaluating exercises. The State has instituted HSEEP into a host of exercise activities, including those that involve tests and activations of the State EOC. Further, some exercises are often linked to a specific grant requirement, while others are conducted as part of ongoing or existing programs, such as those for the Radiological Emergency Preparedness Program.

The State also utilizes an exercise component as part of the planning process to test the effectiveness of an emergency management plan. These exercises vary in scope and cross several state-level plans or annexes. As a point of reference, the planning process that resulted in the creation of all of the State's ESF annexes included an exercise component.

Real-World Events

New York State experiences many natural and human caused disasters annually. From coastal storms, flooding, winter storms, and pandemics, in recent years the State has increasingly responded to incidents that have necessitated a mass care operational response. These events have become lessons and examples on how to improve response and recovery efforts for future events.

8. After Action Reports (AAR) and Corrective Actions Programs (CAP)

Following an exercise or an actual event, an After-Action Report (AAR) should be completed by all staff involved in the event. The information gathered in the AAR will provide insight into future refinement of this Annex. AARs will be completed as soon as possible following any relevant exercise and will be facilitated by the State OEM for plan updates, ideally at the end of the exercise. The AAR should be completed as soon as possible following the deactivation of the State EOC. For example, in response to the Halloween storms and flooding in 2019, State OEM coordinated an AAR with all staff and agencies involved, resulting in a Corrective Action Program initiated by State OEM.

This Annex was updated as a result of the Mass Care operations for COVID-19 and the 2022 STTTRAT meetings.

Section III: Response

1. Alert, Notification, and Activation

Local Notification

Emergency mass care activities will be initiated by the local and county levels of government. The response to an incident may be adequate using only local resources. Should a response necessitate or warrant a State-level response, the local or county mechanism in place to request assistance will be followed.

State Notification

State involvement may be initiated in a variety of ways as various mechanisms are in place to serve as conduits to the request, acquisition, and deployment of State assistance. Several State agencies continuously operate their own warning points, operational centers, dispatch centers, or reporting systems that receive field requests for State assistance in addition to the daily operating needs. Pursuant to Federal, State, executive, and agency-specific protocols, these systems are routinely used for notifications of significant or reportable events and/or make emergency notifications to State personnel.

Upon receipt of notification from the local or county requesting mechanism, State OEM will assess the potential needs and demands of the emergency mass care operation, then determine the level of activation necessary to effectively manage the response to the event. The capabilities that are needed to support the emergency mass care operation will also be identified, and agencies will be notified to staff the State EOC using the ESF construct.

The SWC serves as the focal point for receiving or providing notification of incidents in the State. In response to an incident that warrants an increase in State response posture, the SWC will be used to notify State agencies, local government, counties, and/or service providers that the State EOC is activating for a mass care event.

2. Emergency Response Levels

Mass care needs occur as a direct result of an incident. Local government serves as the front line of defense and has the primary responsibility to respond to emergencies within their jurisdiction. Such primacy exists at all levels of government throughout New York State, with jurisdictions dependent on the State to support response activities, as warranted. The State OEM, through consultation with the Governor's Office, will direct and implement State response activities as identified in the State CEMP. Depending on the nature and scope of the incident or event, participation from State agencies may vary.

The SWC serves as the focal point for receiving or providing notification of incidents in the State. In response to an incident that warrants an increase in State response posture, the SWC will be used to notify agencies that the State EOC is activating.

As identified in the State CEMP Volume 2, the State EOC maintains several activation levels based upon event severity and the overall level or volume of State response operations. These levels are indicated in response to a specific hazard or threat and include a host of operational functions and mechanisms. Those functions may be broad in scope, or may be narrow, such as providing assistance in mass care management and support.

The following levels of activation outline the operational steps the State may take in responding to any event. The inclusion of ESF #6 mass care response mechanisms is identified, where indicated. In addition, mass care mechanisms for no-notices events (e.g. terrorism or transportation accident) are included in almost all response levels.

Steady State: The SWC actively monitors reports and incidents that occur across the State as part of their Daily Operations. Should an incident occur that meets the criteria as a mass care incident, the SWC will follow the reporting mechanisms noted in their Standard Operating Guide (SOG).

During Steady State, the ESFs will:

- Meet with ESF #6 Agencies to determine Wraparound and Essential Services that agencies can provide and action steps to implement them.
- ESF #6 will discuss/determine the impacts to the disruption of services and discuss options for mass care needs if population displacements were to occur.
- ESF #6 will determine possible mass care and housing surge needs and describe factors that may contribute to difficulties with meeting those needs and attempt to reduce those factors (Based on any historical events).
- ESF #6 will prepare guidance and checklists for emergency shelters in the event there may be coexisting incidents (i.e. pandemic and coastal storm).
- The ESFs will build and maintain partnerships with local counties, communities, and agencies (i.e. COADs, VOADs, private sector).
- The ESFs will ensure appropriate training, adequate staffing levels, and mitigate potential impacts to staffing burn-out.
- The ESFs will expand programs for staffing resources and reserves.
- The ESFs will have meetings quarterly, or as the needs of the ESF necessitate.

Level 4 Enhanced Monitoring: A small, isolated, or potential event that has some indicators that warrant extra attention, enhanced monitoring, or external communication.

- State OEM staff only.
- Agencies may be asked individually to provide support through remote operations or report from their home agency.

During Enhanced Monitoring, the ESFs will:

- The ESFs will establish, as needed, a schedule of conference calls with various partners.
- ESF #6 will anticipate the mass care needs and implement preparedness activities to ensure State response readiness.

Level 3 Partial Activation: An incident or event requiring a partial activation of the State EOC, with ESF coordinating agency activation.

- A Multi-Agency Coordination Call will commence with the ESFs to determine which ESFs will be utilized for the mass care event.
- Depending on the scope and severity of the event, ESFs #2, #5, #6, #7, #8, #10, #11, #13, and #15 Member Agencies may be activated.
- ESFs will identify and establish a staffing pattern for EOC support for a minimum of 12-hour shifts.

Level 2 Full Activation: An incident requiring full activation of the State EOC, with ESF activation.

- Most, if not all, ESF #2, #5, #6, #7, #8, #10, #11, #13, and #15 Member Agencies will be activated.
- ESFs will identify and establish a staffing pattern for the EOC and mass care operations facilities for 12-hour shifts, covering 24 hours a day.

Level 1 Full State/Federal Response: An incident requiring full activation of the State EOC, with ESF activation, and Federal ESF integration and coordination.

- All ESF Member Agencies will be activated.
- The activities of ESF will be integrated with those of their Federal ESF counterparts.
- The State ESF Coordinating Agency will serve as the primary integration point for the Federal ESF agencies.

3. Direction and Control

The State endorses the development of one response organizational structure that will include all responding agencies. State agencies and ESFs will be organized under the framework of the National Incident Management System (NIMS) ICS as required by Executive Order 26.1 of 2006 and Homeland Security Presidential Directive (HSPD)-5. As such, a variety of direction and control components may be utilized to manage and coordinate the State's resources in an efficient and effective manner and to provide the interoperability between the local and Federal response organizations.

The organizational structure of the State's ESFs is inherently different than the Federal construct under the National Response Framework (NRF). With the exception of ESF #5 (Planning), ESF #7 (Logistics), and ESF #15 (External Affairs), the State ESFs will be situated organizationally in the Operations Section, and report directly to the Operation Section Chief (OSC), or Branch Chiefs if established. ESF #5 is assumed by the Planning Section in the State EOC. ESF #7 is assumed by the Logistics Section in the State EOC. ESF #15 is situated in the Command Element.

The ESF Coordinating Agency will be the primary interface with the OSC and the Member Agencies of the ESF. All requests for assistance will be managed through the OSC to the ESF Coordinating Agency for availability of resources/missions. The ESF Coordinating Agency will be given latitude to facilitate the best resource or solution set in response to the request that the State has received. Concurrence of that solution will be confirmed to the OSC to ensure the State maintains a centralized coordination of resources and direction for requests for assistance. The ESF Coordinating Agency will ensure the activities of the ESF are consistent with this Annex, and that agencies are operating in unison to achieve the common goal or mission of the ESF.

4. Assignment of Responsibilities/Operational Coordination

This section reviews existing roles, responsibilities, and capabilities of local and state governments and agencies.

Local Government

Local government will be actively involved in mass care response and operations, to the fullest extent possible. Each county, and many local governments, has a CEMP which provides the framework for the jurisdiction's response to emergencies and disasters. Each locally developed plan will differ in its implementation, including in response capabilities, surge capacities, and in the ability to exercise authorities. Each State OEM Regional Staff have pre-identified a local point of contact for each county that will coordinate local mass care efforts and act as a primary point of contact.

State Government

- **Division of Homeland Security and Emergency Services/Office of Emergency Management:** State OEM will serve as the primary conduit and coordinating entity for the State mass care operational response and will be responsible for coordination both laterally with other State agencies and vertically with Federal and local partners.
- **Division of Homeland Security and Emergency Services/IA:** As the co-lead Coordinating Agency for the State's ESF #6 response, DHSES/IA will serve in the role of the liaison with the Federal ESF #6 counterpart.
- **American Red Cross:** The ARC will serve a response role in Home Fire Response Services, Sheltering, Feeding, Health Services, Mental Health Services, Spiritual Care, Reunification, Distribution of Relief Supplies, and Information and Referrals.
- **ESF #2:** ESF #2 will coordinate communications operations that support disaster emergency communication to an impacted area.
- **ESF #5:** ESF #5 will manage and provide timely, reliable, and accurate situational information aimed at informing decision makers and field-level responders. ESF #5 will work closely with other State ESFs and credible sources to provide situation status updates to guide incident action planning activities.
- **ESF #6:** ESF #6 will coordinate mass care operations. Agencies may not have a specific role and responsibility in Mass Care, however responsibilities outside the Mass Care and ESF #6 framework may overlap with the agency's capabilities to assist in Mass Care operations. ESF #6 has developed a Tactical Worksheet Playbook as an action step checklist for common mass care operations.
- **ESF #7:** ESF #7 will provide logistical support and resource management for the State. Responsibilities may include efforts such as donations management and locating, procuring, issuing, and tracking resources.
- **ESF #8:** ESF #8 will provide coordination and support of local efforts in the assessment of public health and medical needs, coordinate emergency medical services and medical shelters, and coordinate the response for all situations that has health-based consequences that warrants a multi-agency approach.
- **ESF #10:** ESF #10 will coordinate response activities that support the decontamination and collection of contaminated personal items and equipment.
- **ESF #11:** ESF #11 will coordinate response activities that support evacuation, sheltering, care, and other services for household pets, when they are impacted by the emergency mass care operations.
- **ESF #13:** ESF #13 will coordinate the activities of public safety and security services to protect life and property during mass care operations. ESF #13 will augment local law enforcement response activities when local resources have been, or expected to become, overwhelmed. ESF #13 will support local efforts with protection of life and property, evacuations, perimeter control, maintenance of traffic and access control points, general law enforcement, investigative support, and security support.
- **ESF #15:** ESF #15 will provide accurate and well-timed information to the public and media. ESF #15 will work closely with Federal, State, local, and non-governmental partners to collect, analyze, and release public information in a coordinated manner.

5. Integration of Federal ESFs

The Federal Government organizes its response resources and capabilities under an ESF construct. Like New York State's ESF construct, Federal ESFs are multi-agency operational components that serve as the primary means for coordinating Federal resources and capabilities into New York State.

The Federal ESFs bring together a wealth of capabilities of Federal departments and agencies and other national-level assets. In doing so, they are organized to provide the operating structure for building, sustaining, and delivering Federal response core capabilities in support of the State's Critical Capabilities. Integration and coordination are key to leveraging the resources of each Federal ESF. As such, the State ESF #6 will serve at the primary integration point for Federal ESF #6 when coordinating mass care operational needs.

Section IV: Recovery/Demobilization

1. Overview

Dependent on the severity of the event or incident, type of destruction or damage, and the needs of the affected communities and individuals, the response to such an event may be short-lived or could extend for a prolonged period of time, perhaps even years. There is no clear delineation of when disaster response activities transition into short-term recovery activities. In general, disaster response addresses the immediate life-safety concerns and incident stabilizing efforts, while short-term recovery activities begin as the need for immediate life-saving activities diminish resulting in response activities focused on the individual and less toward the masses.

2. Short-Term Recovery

A variety of forces may influence the direction of the recovery process. Considerations that have to be analyzed for an effective response and prompt recovery include the safety of responders, repair and reopening of critical transportation routes, remoteness of areas, and the needs and requirements for the restoration of utility systems, housing, and food distribution.

Regardless of the extent of damage, the State of New York will strive to assist local governments, businesses, and citizens in recovering from the impacts of any emergency. The goals of recovery will be to provide mass care services, as warranted, to meet the disaster-caused needs of the local government, businesses, and citizens. This may be done by helping to build resilience, connecting individuals with community or personal resources, and helping others understand the recovery process. ESF #6 has agencies that may be able to provide financial assistance, resources, mass care items, advocacy, information, services, in-the-field resources, multi-agency resource centers, or help people in shelters transition to short or long-term housing options.

Where possible, hazard mitigation measures will be incorporated into recovery activities to lessen the impact of reoccurrence or eliminate it entirely.

3. Activation Declination

As the Activation level of the incident declines and/or at an appropriate time frame, ESF #6 should determine local and regional availability for delivery of services. Once it has been determined that local or county governments have availability of resources and no longer need to be augmented by the State and/or Federal government, the ESFs should work with the EOC to establish a demobilization plan of assets and reduction of staffing, as needed.

4. Demobilization

ESF #6 will continue to support and/or coordinate services for displaced/affected persons until such time that the individuals are able to return to the affected area. All efforts will be made to transition from the State's support to shelters and feeding operations back to local and county emergency response partners and/or work to merge spontaneous shelter operations with pre-identified shelter locations.

Demobilization of agencies and ESFs from the State EOC will occur based upon operational needs and will be jointly determined by State OEM and the ESF Coordinating Agency. Based upon the needs of the mass care operation, ESF agencies may begin to demobilize during the response/short-term recovery phase. However, it should be noted that agencies may be subject to a rapid recall for reactivation of the ESF, if needed, based upon operational needs. There may be instances where the ESF can be partially demobilized, allowing member agencies to be released as the need for their representation and capability in that ESF is no longer necessary.

In the process of demobilizing the ESF, all member agencies must ensure that any open or ongoing activities that require cross-coordination with other ESFs are closed out prior to demobilizing. This must be done in a manner to ensure that any dependencies or interdependencies of that ESF are properly and effectively communicated across the response organization. In addition, each agency must ensure that they coordinate their demobilization with their agency-specific counterparts that are represented on other ESFs.

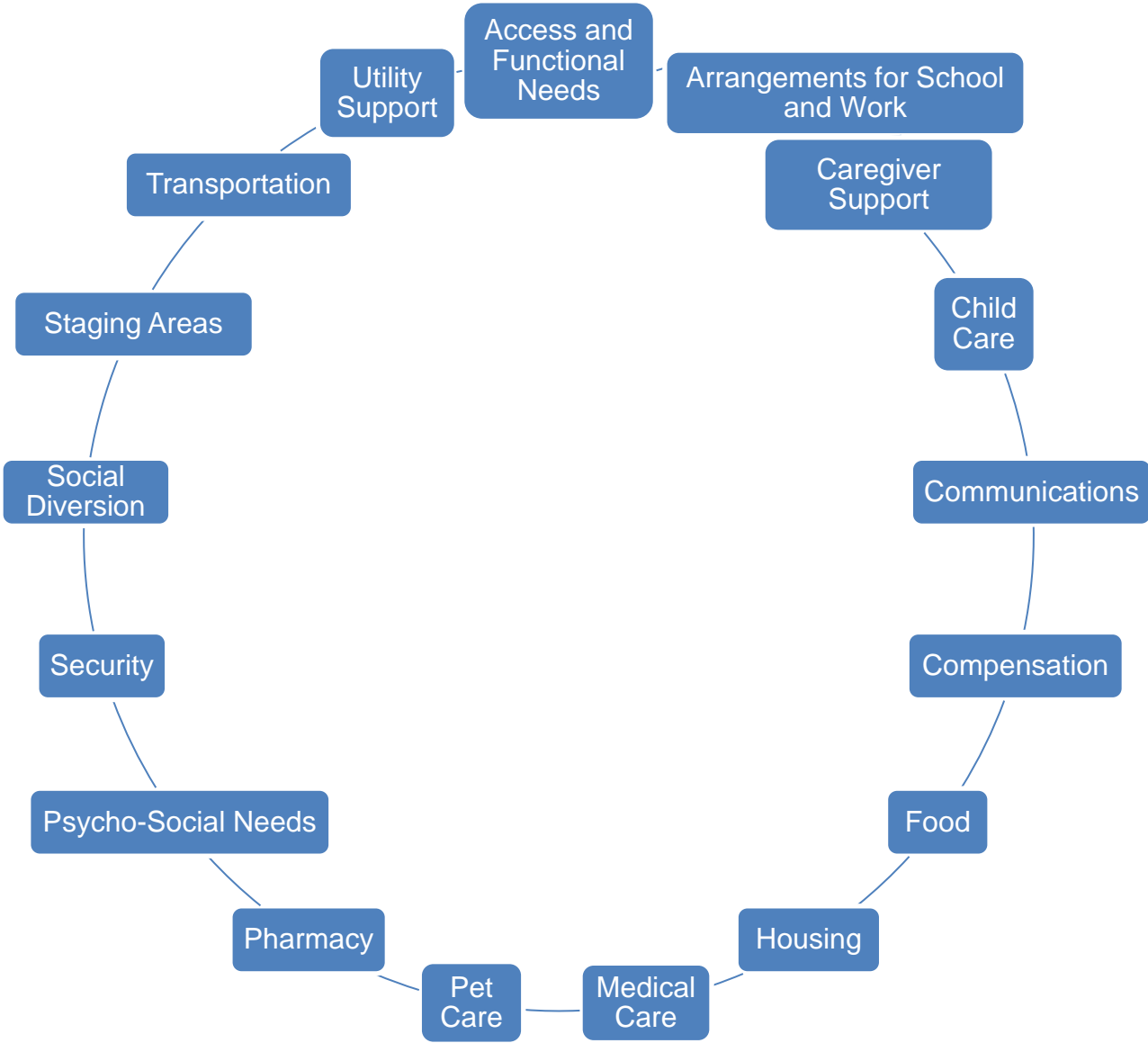
If a Joint Field Office (JFO) activation occurs, the Federal government will transition out of the ESF construct and implement the Recovery Support Functions (RSFs). As the Federal ESFs transition to RSFs, the State's ESF posture will be required to transition into the RSF construct. As such, State agencies will transition from their assigned ESF role to the appropriate RSF, as warranted.

Following the actual event, an After-Action Report (AAR) should be completed by all staff involved in the event. Revisions and updates will be made to plans and/or playbooks generated by ESFs based on lessons learned from the incident and/or any increased knowledge.

Attachment 1:

Matrix of Wraparound Services for State Agency Support

Matrix of Wraparound Services for State Agency Support



During the COVID-19 Coronavirus response in March 2020, State agencies developed a Matrix for Wraparound Services for State Agency Support. The document is a compilation of wraparound services that State agencies may be able to provide, with contact information and capabilities of each. Definitions are included below. These wraparound services can be adjusted to meet the mass care needs of the State during any type of incident.

Definitions

Agencies were asked to review the following definitions and determine if the agency has any wraparound services that may fall within the categories, whether it be policies, guidance, documentation, staffing, or facilities that may meet the need of the stated category.

Access and Functional Needs: Assist with the provision of language access needs, assistive devices for disabilities (mobility, hearing, vision impairments), and wheelchair accessible and medical transportation.

Arrangements for School: Arrange for on-going education of school-aged children. Provide alternate classroom or class schedule options. (i.e. Online platform, information on campus closures or class cancellation, remote/virtual schooling). Coordinate with school system to integrate children back into school from quarantined homes.

Arrangements for Work: Assist with arrangements for alternate work options (i.e. Telework, extended leave, employee resources) for the employee. Arrange for employers to find temporary workers. Assist with insurance information.

Caregiver Support: Provide resources to caregivers on how to help families cope with infectious diseases. Assistance in caring for elderly or disabled family members if a caregiver is quarantined.

Child Care: Assistance in caring for children if a parent or guardian is quarantined.

Communication: Provide communication related equipment for individuals. Ensure housing location has a dedicated phone so individual has communication access (and contact numbers are collected).

Compensation: Assist with the provision of documentation of quarantine appropriate for employers. If financial resources are needed as a result of lost wages, provisions for compensation will be addressed on a case-by-case basis.

Food: Assist with the provision of home delivered meals or arrange for grocery delivery services with considerations to any special dietary restrictions.

Housing: Assist with quarantine support either in-home or through alternative housing. Assist with quarantine facilities (ideal in home, with private bathroom and bedroom when possible) and alternate housing for individuals who cannot be quarantined at home.

Medical Care: Pre-establish a plan for emergency medical services if necessary. Establish a designated hospital to receive patient if necessary. Provide access to appropriate PPE. Assist with the provision of chronic care needs if is person is quarantined.

Pet Care: Assist with the provision of pet supplies, pet needs, and veterinary care for domestic, companion, and service animals.

Pharmacy: Assist with the provision of home delivered medications or arrange for pharmacy delivery services. Ensure maintenance of routine prescription drugs.

Psycho-Social Needs: Provide access to mental health and other psychological and spiritual support services through phone or in-person counseling where possible. Coordinate in-home access to religious services. Make accommodations for cultural and religious customs to the greatest extent possible. Communicate to quarantined individual's local crisis counseling hotlines, National Disaster Distress Helpline. Encourage staff working with clients, and family and friends who are providing support services to take online or in-person Psychological First Aid training.

Security: Work with local law enforcement, judicial system, Mental Health services, and LHD to enforce quarantine orders. Support services that ensure security and safety of quarantined individuals.

Social Diversion: Assist with the Provision of books, magazines, board games, movies, and music. Assist with the provision of social amenities such as television, radio, internet access (through computer or tablet), and reading materials.

Staging Areas: Temporary emergency facilities and locations used to expedite the distribution of resources to affected areas. These sites may be established to receive and distribute commodities or medical supplies, be points of distribution for resources, points of dispensing for medical purposes, or locations to park vehicles and equipment.

Transportation: Assist with the movement of people, samples, and/or resources and equipment.

Utility Support: Assist with quarantine support for basic living conditions utilities, including water, electricity, garbage collection, heating, air conditioning, waste management, and laundry services.

Attachment 2:
Emergency Sheltering Resources

Emergency Sheltering Resources

Non-emergency sheltering programs are coordinated under their designated local and/or State agency and fall within normal day-to-day activities. Non-emergency sheltering programs may include, but are not limited to:

- Cooling and warming centers
- Homeless shelters
- Transitional shelters

Emergency sheltering activities will be initiated at the local level of government. Local governments may request additional assistance through New York Responds (NYR) or through existing sheltering agreements with stakeholders. The Governor could exercise gubernatorial authority in declaring a State Disaster Emergency. In doing so, the Governor may direct any and all State agencies, including non-DPC agencies, to provide assistance under the coordination of the DPC.

ESF #6 is the State lead for mass care, emergency assistance, housing, and human services, which includes emergency sheltering services during the Response phase and emergency housing programs during the Recovery phase. ESF #6, will plan for any necessary and allowable arrangements, wraparound services, and assistance that is being requested or needed by the affected community. ESF #6 will be the primary conduit and coordinating entities for operational support of emergency shelters.

There is a Memorandum of Agreement between New York State and the American Red Cross that designates the ARC as the primary agency to assist with emergency congregate and non-congregate sheltering needs within New York State. The response services of the American Red Cross (ARC) include home fire response services, sheltering, feeding, health services, mental health services, spiritual care, reunification, distribution of relief supplies, and information and referrals. The ARC uses the National Shelter System (NSS), and the ARC will coordinate shelter information sharing and reporting with the State.

The State, with assistance from ESF #6, will help identify and secure appropriate facilities for the American Red Cross (ARC) to use as shelters and service delivery sites wherever possible. The State and the ARC will work together to identify facilities that meet the needs of affected communities, including people with disabilities, and comply with applicable legal requirements. The ARC does have a survey that is used to determine viability of a shelter.

Residents are encouraged to make arrangements to stay with relatives or friends who live in an area outside the affected area. During a real emergency event, where sheltering of individuals may be needed, actual conditions will dictate which shelters will be open. Assessments will be completed prior to individual intake into a shelter to determine if congregate or non-congregate sheltering options are needed.

Congregate

Congregate sheltering typically occurs in facilities with large open spaces, such as schools, churches, community centers, or other similar facilities.

Non-Congregate

Non-congregate shelters are locations where each individual or household has living space that offers some level of privacy such as hotels, motels, or dormitories. During the COVID-19 Public

Health Emergency, sheltering options that provided a level of separation between individuals or households was considered to limit the risk of exposure or further transmission of COVID-19.

Ad Hoc

During an emergency, spontaneous and unanticipated shelters and/or feeding sites may open. The State will work with these local and not-for-profit partners to promote ADA-compliance. Spontaneous sites may not have adequate resources to sustain operations and may request assistance through county or State resources.

Host-State Shelter

Host-State sheltering occurs when a State or a Federally recognized Indian Tribal Government provides sheltering support to evacuees of the impacted state. This can occur through mutual aid agreements with the impacted State or through a request of assistance directly to FEMA from the impacted State. New York State does have a host-state shelter agreement with New Jersey for radiological incidents at Indian Point, with evacuation to Bergen County, NJ.

Should the need arise, the State can make a request through FEMA for sheltering operations that are beyond the capabilities to address in-state. The State would have to meet the impact-State requirements in accordance with 44CFR §206.208, for which the President has declared an emergency or major disaster that requires the temporary evacuation and sheltering of disaster survivors to another state(s).

ESF #6 Sheltering Tactical Worksheets

ESF #6 has started the process to build out Tactical Worksheets that would be a step-by-step guide during an incident of the process to access various sheltering options.

Emergency Pet Sheltering

The New York State Pet Evacuation Transportation and Sheltering (PETS) Act of 2006 mandates state and local emergency plans account for evacuation, transportation, and sheltering of household pets in the event of an emergency. The PETS Act mitigates the probability that human owners will forgo evacuation, thus endangering themselves, in order to remain with their pets.

Emergency pet sheltering programs will be coordinated under ESF #11. ESF #11 will coordinate with the necessary entities to support evacuation, sheltering, care, and other services for household pets, when they are impacted by a disaster or as a result of being left behind in a disaster. The Temporary Emergency Animal Sheltering (TEAS) Appendix provides information and guidance for the provision of temporary emergency sheltering of animals. If large scale needs for pets exist, DAM will work with State OEM on activating the regional CART to support shelter and other needs.

The ARC has recently changed sheltering guidance and doctrine to allow for pet sheltering in ARC shelters. The ARC Disaster Staff will work with shelter partners to determine if the current shelter agreements will allow for pets in shelters. The ARC Disaster Staff will also work with County Emergency Managers to utilize County Animal Rescue Teams as a primary option for caring for pets.

The ARC will allow household and companion pets in shelters, and these shelters will be designated as pet-friendly in any advertisement and at check-in. Animals that will be accepted include cats, dogs, hamsters, guinea pigs, caged birds, rats, fish, amphibians, reptiles such as lizards, and non-venomous snakes housed in enclosures. ARC pet-friendly shelters will be designated as co-located or co-habitated.

- Co-located Pet Shelter: A pet shelter on the same grounds as a human shelter, but in a physically separate space.
- Co-habitated Pet Shelter: If required for the safety of clients and pets, household pets may be housed in a dormitory for up to 48 hours.

Pet Friendly Hotels

A list of pet friendly hotel options in New York State have been compiled as an alternative if pet-friendly shelters are not available or may exceed capacity.

Short-Term and Long-Term Disaster Housing

NYS HCR has served as the state's coordinating agency with the US Dept of Housing and Urban Development (HUD). The Governor's Office of Storm Recovery, an office within HCR, can assist with housing recovery efforts. These efforts are tied to specific declared disasters, and can assist single-family homeowners, owners of condos and co-op housing units, owners of storm-impacted rental units, and residents in low- and moderate-income public housing developments. The program efforts are meant to help facilitate home repairs, rehabilitation, mitigation, and elevation of eligible properties. Additional program efforts offer supplement funding for families who have accrued further housing costs, as well as buyout and acquisition programs.

HCR has the NY Housing Search housing tool to assist impacted populations with finding affordable housing and can provide waivers to housing managers for disaster survivors who would not normally meet program requirements.

ARC Housing Liaison

The ARC developed the position of Housing Liaison to deploy on Disaster Relief Operations (DRO) of a Level 4 and above. The Housing Liaison will serve as the primary housing point of contact for external meetings with partners and internal communications about housing with operational leadership. The Housing Liaison will coordinate with DRO functions that interface with external organizations, especially Government Operations, Community Engagement and Partnerships, and the Elected Official Liaison Network to ensure consistent housing related messages. The Housing Liaison will collaborate with the HQ SRT Manager to prioritize identification and engagement of housing related organizations to support shelter resident's transition to sustainable housing.

State Agency Resources

Various State agencies have equipment and inventory that can be used to assist with sheltering support operations.

Attachment 3:
Emergency Feeding Resources

Emergency Feeding Resources

Non-emergency feeding programs are coordinated under their designated local and/or State agency and fall within normal day-to-day activities. Non-emergency feeding programs may include, but are not limited to:

- Food Banks
- DOH's Child and Adult Care Food Program (CACFP)
- DOH's Commodity Supplemental Food Program (CSFP)
- OGS and their role in the USDA's National School Lunch Program
- SOFA's Meals on Wheels
- Supplemental Nutrition Assistance Program (SNAP)

Emergency feeding activities will be initiated at the local level of government. Local governments may request additional assistance through New York Responds (NYR) or through existing emergency feeding agreements with stakeholders. The Governor could exercise gubernatorial authority in declaring a State Disaster Emergency. In doing so, the Governor may direct any and all State agencies, including non-DPC agencies, to provide assistance under the coordination of the DPC.

ESF #6 is the State lead for mass care, emergency assistance, housing, and human services, which includes emergency feeding services during the Response phase. ESF #6, will plan for any necessary and allowable arrangements, wraparound services, and assistance that is being requested or needed by the affected community. ESF #6 will be the primary conduit and coordinating entities for operational support of emergency feeding operations.

There is a Memorandum of Agreement between New York State and the American Red Cross that designates the ARC as the primary agency to assist with emergency congregate and non-congregate sheltering needs within New York State. The response services of the American Red Cross (ARC) include home fire response services, sheltering, feeding, health services, mental health services, spiritual care, reunification, distribution of relief supplies, and information and referrals.

The State, with assistance from ESF #6 and the Ad Hoc State Agency Working Group on Hunger, will help identify local emergency food needs and available service delivery wherever possible. During COVID-19, ESF #6 developed the COVID-19 Food Survey that helped identify feeding needs across the state and finding potential solutions.

During a real emergency event, where emergency feeding of individuals may be needed, actual conditions will dictate which feeding capabilities are available.

Congregate Feeding Capabilities

Congregate feeding is when meals are provided in a group setting. ESF #6 has started the process to build out Tactical Worksheets that would be a step-by-step guide during an incident of the process to access various sheltering options.

Mobile Feeding Capabilities

Mobile feeding is transporting meals to the impacted population rather than requiring the survivors to travel to a meal service site. ESF #6 has started the process to build out Tactical Worksheets that would be a step-by-step guide during an incident of the process to access various sheltering options.

Cook Chill Capabilities

Cook Chill is a system where a production site prepares large quantities of food with an extended shelf life. The cook chill process includes the preparation of food, then the cooking and rapid chilling of food to make it safe and allows for preservation and reheating at a later date. In the State, both DOCCS and OMH have been identified as State agencies that have Cook Chill Production Centers. It is noted that a kitchen with a working heating source would be needed to reheat these meals.

DSNAP

Administered by OTDA, D-SNAP is intended to provide temporary food assistance for households affected by a widespread disaster. D-SNAP provides one month of SNAP benefits, at the maximum allowed for the household's size, to eligible households not in receipt of regular SNAP benefits. D-SNAP is designed to respond to disaster situations where a large number of households have disaster related expenses that are not considered when determining eligibility for the regular SNAP, and where the need is so great and pervasive that the vastly streamlined and expansive eligibility criteria of the D-SNAP is warranted.

Food Banks

DOH can provide information on regional food banks that distributes food to local county Emergency Food Relief Organizations (EFRO). These EFROs include food banks, food pantries, soup kitchens, and emergency shelters. The website is available at: https://www.health.ny.gov/prevention/nutrition/hpnap/regional_foodbank_map.htm.

Private Sector

Since 2004, many major supermarket and home improvement chains have made a corporate commitment to have their stores open within the first 24 hours after an event. Country-wide, private-sector industries and businesses provide the community with access to life-sustaining needs, such as food, generators, and cleaning supplies. Large companies have, or are in the process of, installing emergency generators at their stores in order to reopen as soon as possible. State agencies interface with private-sector industries and businesses through the state as part of agency regulations and/or regulatory actions, inclusive of DAM, DOH, and ESD.

Major supermarkets, such as Wegmans, Walmart, Price Chopper, Tops, etc., have programs with local Food Banks and churches where the supermarket provides overstock or foods nearing expiration to the communities. The State could reach out to existing programs in impacted areas should supplemental resources, such as transportation of goods be needed to reach the impacted populations.

McDonald's has a program where a McDonald's food truck, the McDonald's McRig, can be sent to an impacted area and provide free McDonald's brand foods. The McDonald's McRig is a mobile full-sized tractor-trailer with a complete McDonald's kitchen. It's completely self-sustaining minus the employees and can feed thousands of people via a walk-up or drive-thru set up in a parking lot. The McDonald's McRig is a corporate-owned piece of equipment that can be use on-demand from local franchise owners during natural disasters. This can be requested by contacting the local McDonald's franchise owner or McDonald's corporate offices through the customer service line at 1-800-244-6227.

Stockpiles

The DHSES Stockpiles keeps bottled water and MREs in inventory. The State will push resources (food, water, MREs, etc.) based on established projection models for the first three days based on emergency needs, not wants or perceived entitlements. After the first three days,

commodity distribution sites will have identified a burn rate/quantities of commodities being distributed. The State can ship water, ice, and MREs (depending upon availability) directly to the CPODs within the first 24 hours post event. Ice and food may also be shipped based on the emergency needs of the event and community. Commodities will not be shipped into areas where retail stores are open, even under emergency power, and selling water and food.

The State does have shelf-stable meals, and canned and bottled water on-hand. Inventory may fluctuate, based on baseline inventory numbers and usage. Inventory can typically be replenished within 24-48 hours, as conditions warrant.

Culture-Specific and Dietary-Specific Meals

Culture-specific and dietary-specific meals are available to a limited extent through existing State resources. Kosher and vegan meals are available through Cook Chill operations and an unspecified number of shelf-stable meals are kosher. In the past, the State has worked with non-profit agencies and local resources to meet additional needs.

State Agency Resources

Various State agencies have equipment and inventory that can be used to assist with emergency feeding operations.

Attachment 4: Reunification Resources

Family Reunification Resources

ESF #6 is the State lead for mass care, emergency assistance, housing, and human services, which includes family reunification operations during the Response and/or Recovery phase. ESF #6, will plan for any necessary and allowable arrangements, wraparound services, and assistance that is being requested or needed by the affected community. ESF #6 will be the primary conduit and coordinating entities for family reunification operations.

There is a Memorandum of Agreement between New York State and the American Red Cross that designates the ARC as the primary agency to assist with emergency congregate and non-congregate sheltering needs within New York State. The response services of the American Red Cross (ARC) include home fire response services, sheltering, feeding, health services, mental health services, spiritual care, reunification, distribution of relief supplies, and information and referrals. Currently, the ARC encourages people to use of social media to assist with family reunification.

Standard Reunification Method SRMV2

The Standard Reunification Method SRMV2, developed by the “I Love U Guys” Foundation, lays out a practical method to unite students with parents after an evacuation or crisis. The main objective of this method is to help school districts develop, train, and mobilize on a district reunification team, and implement tangible, onsite and offsite reunification plans. The method is to be put into practice by the onsite or offsite Incident Command, first responders, and the district reunification team, which is most often populated by district personnel or, depending on district size, various school administrators or volunteers from the community. State OEM Training has staff trained in the method and are able to do a just-in-time training, as needed, or a full training, as requested.

This method can be adapted to work with reunification efforts following any evacuation or crisis using the following onsite process.

The onsite process is laid out as follows:

- Establish a parent check-in location.
- Deliver the students to the student staging area, beyond the field of vision of parents and/or guardians.
- Once students are onsite, notify parents of their location.
- “Greeters” direct parents and/or guardians to the check-in locations and help them understand the process.
- Parents and/or guardians complete the reunification cards (non-electronic cards that request basic identification information such as name, student name, phone numbers, relationship to student, etc.) These cards are largely designed to establish accountability, as well as allow parents to assess their mental states. The idea behind filling out the cards is to allow parents and/or guardians the opportunity to perform cognitive actions that reduce their anxiety.
- A “Reunifier,” formerly known as a “Runner,” recovers students from the student staging area and delivers them to their parents and/or guardians.
- Controlled lines of sight allow for an orderly flow, and issues can be handled with diminished drama or anxiety.
- Medical, notification, or investigative contingencies are anticipated.
- Pedestrian “flows” are created so lines don’t cross.
- All in all, successful reunification is about managing the student and parent experience.

Self-Reunification Resources

Social Media Platforms

Various Social Media platforms have status updates and may offer check-ins during emergencies and disasters, in order to let family and friends know the individual is safe. ESF #2 can assist with communication efforts to get internet available at a shelter, a DASC, or a DRC, or monitor internet provider resumption timelines and advise the appropriate entities, as applicable.

- Facebook provides disaster information through its Crisis Response page. This can be accessed through the search bar by typing in “Crisis Response” or by going on <https://www.facebook.com/crisisresponse/>. Once on this page, information is available about recent crises, such as where they are happening on an international scale, as well as in the United States. Each individual crisis has information about the disaster, safety tips, information on how to post offerings and request help, donate to help disaster relief, relevant posts about that disaster, and users can be given access to Safety Check, which gives a user a list of their Facebook friends in the disaster area, as well as an indicator that shows if their friend is marked as safe, not marked as safe, or if the disaster does not apply to them.
- Twitter, Instagram, Tumblr, and Flickr do not have resources or features for safety and wellness checks. However, users can be encouraged to update their status so family and friends can review their individual account for information.
- TikTok and YouTube do not have resources or features for safety and wellness checks. However, users can upload real-time videos and live updates about events. Users can be encouraged to update their status so family and friends can review their individual account for information.

Attachment 5: Distribution of Emergency Supplies

Distribution of Emergency Supplies

Depending on the type, severity, size, location, and duration of an incident, normal trade and commerce may be interrupted, resulting in a high demand for limited resources. The incident may necessitate the use of Commodity Points of Distribution (CPOD) for the procurement, distribution, and management of resources such as emergency power, pumping, material handling equipment, food, water, medical supplies, or any other necessary resources.

ESF #6 is the State lead for mass care, emergency assistance, housing, and human services, which includes distribution of emergency supplies during the Response and/or Recovery phase. ESF #6, will plan for any necessary and allowable arrangements, wraparound services, and assistance that is being requested or needed by the affected community. ESF #6 will be the primary conduit and coordinating entities for emergency supply distribution operations. ESF #6 will utilize ESF #6 Tactical Worksheets to assist with bulk distribution supplies and any other plans, processes, or procedures that have been effective for any other incidents or events.

There is a Memorandum of Agreement between New York State and the American Red Cross that designates the ARC as the primary agency to assist with emergency congregate and non-congregate sheltering needs within New York State. The response services of the American Red Cross (ARC) include home fire response services, sheltering, feeding, health services, mental health services, spiritual care, reunification, distribution of relief supplies, and information and referrals.

Commodity Points of Distribution (CPODs), Federal/State Staging Centers (FSSCs), Staging Areas (SAs), County Staging Areas (CSAs), and Donation Centers

County/Local Responsibilities

It is expected that counties will serve as the interface for distribution management to the public, directly or through local municipalities. It is recommended that counties coordinate with every municipality in their jurisdiction to determine exactly where CPODs will be, who will staff them, and the resource requirements. It is recommended that counties managing their own County Staging Areas (CSA) fully support every municipality in their county with resources as required, and process resource requests to the State when shortfalls exist. It is recommended that counties deconflict any issues where a municipality requests the State to direct-ship resources to CPODs in the municipality versus through at CSA.

State Responsibilities

In large-scale emergencies or disasters, the State may utilize a variety of emergency facilities and locations to expedite the distribution of resources to the affected area. These facilities will be used to temporarily store needed supplies that are donated or procured, prior to their transfer to organizations or people who need them. When a catastrophic disaster occurs, the State may establish FSSC, SA, CPODs, and/or Donation Centers to support the response.

Facilities to be used for FSSC, SA, or CPODs will, where possible, be identified by the requesting entity. The local knowledge of facilities and infrastructure to support the emergency facilities is essential to ensure efficient and successful operation of the facility. If possible, State or other governmental facilities meeting the necessary criteria will be used. The State can also use its own facilities such as SUNY campuses or procure space, if needed.

Disaster Assistance Service Centers (DACs) and/or Disaster Recovery Centers (DRCs) may also be used as distribution points. State agency personnel can be used to distribute commodities directly to the general public at these sites.

The State also plays a major role in CPODs for medical purposes. These points of dispensing are implemented through the State Department of Health in response to medical countermeasure planning and distribution requirements administered through the Centers for Disease Control and Prevention. When established for their intended goal, these CPODs can be augmented to distribute urgent medical supplies, if needed.

Additional roles and responsibilities can be found in the Distribution and Inventory Management Annex.

Distribution Methods

Commodity Points of Distribution/Medical Points of Dispensing

CPODs will be used by the local/municipal governments, for the purpose of receiving and distributing bulk emergency relief supplies. Two types of PODs may be established depending on the event. PODs are identifiable based on the logistics or health/medical orientation.

- The first types of CPODs are established post event for the purpose of distributing life sustaining commodities such as water, ice, food, tarps, and other bulk resources within the first 24-96 hours after an event. For logistics, these are termed as Point of Distribution (POD).
- The second type of PODs are those established under the State's Medical Countermeasure Distribution and Dispensing Plan for purposes of distributing pharmaceuticals, antidotes, and prophylactic medications in the event of a pandemic, biological, or chemical attack. Details for this program reside with the State Department of Health, county/local Health Departments, and county emergency management offices. For medical/health orientation, these are termed as Point of Dispensing (POD).

The purpose of a CPOD is for local governments to establish initial points where the general public will obtain life sustaining emergency relief supplies until such time as power is restored, traditional facilities such as transportation routes and retail establishments reopen, temporary respite areas established, fixed and mobile feeding sites identified, and relief social service programs are in place.

CPOD Placement

The placement of CPODs in a community must be a well thought out process. Since 2004, many major supermarket and home improvement chains have made a corporate commitment to have their stores open within the first 24 hours after an event. Country-wide, private-sector industries and businesses provide the community with access to life-sustaining needs, such as food, generators, and cleaning supplies. Large companies have, or are in the process of, installing emergency generators at their stores in order to reopen as soon as possible. State Agencies interface with private-sector industries and businesses through the state as part of agency regulations and/or regulatory actions, inclusive of Department of Health, Office of Counter Terrorism, Empire State Development Corporation, and the American Red Cross.

Local government, in conjunction with counties, should focus on placing CPODs in outlying areas in regions proximal to cities, towns, or villages so they can be sufficiently served or in an area where major supermarkets or home improvement chains have been destroyed, damaged, or non-operational. The objective of state and local government is to ensure that resources are available to a community, whether through donations, State or local government distribution, or available through purchase at local businesses.

Potential CPOD locations should be able to accommodate vehicle, pedestrian, mass transit traffic, or a combination of all three. CPOD placement should take into consideration public

need, infrastructure capability, and resources as there may be limitations in communications, equipment, transportation, or personnel.

PODs are generally established and maintained at the county/local level. However, in cases where the State establishes and manages CPODs, locations will be identified at available State-owned properties, such as any of the SUNY campuses, Thruway rest stops, DEC or OPRHP locations, State Fairgrounds, any of the 10 State stockpile locations, or any other of the hundreds of State-owned real estate locations based on need as conditions warrant. State Agencies will be used to locate, establish, manage, and maintain CPODs based on where they are needed during the time of the incident.

For CPOD staffing at a State-run CPOD, a staffing mission request will be sent through NYR and tasked to State Agencies for fulfillment. The mission request will identify the number of staff needed, the hours staff are needed, and any specific staffing training requirements, assignments, or accommodations needed to fulfill the request.

Hours of Operation

It is preferred that CPODs are open to the general public during daylight hours for security and safety reasons, typically 8AM to 8PM. However, timing may be influenced by location, time of year, or incidents that cause low light conditions. This allows for resupply of resources and allows for breaks for personnel and volunteers. Once CPODs are in full operation, it is recommended that deliveries to resupply PODs be made during the evening hours and staged for morning distribution unless the CPOD locations have the resources and physical capabilities to resupply during daytime hours without affecting operations. Otherwise, it is recommended that daytime deliveries be made only in emergency situations, as this may affect distribution operations.

Commodity Distribution

The State will push resources (food, water, MREs, tarps, etc.) based on established projection models for the first three days based on emergency needs, not wants or perceived entitlements. By Day 3, each site will have an established “burn rate” of the quantities being distributed. Par levels will be established for each site, and future quantities will be direct shipped to each site. Once a steady flow of resources is available, the quantities of commodities handed out at CPODs may be increased. The State can ship water, ice, and MREs (depending upon availability) directly to the CPODs within the first 24 hours post event. Ice and food may also be shipped based on the emergency needs of the event and community. Commodities will not be shipped into areas where retail stores are open, even under emergency power, and selling water and food.

Mobile Distribution

Not all counties are able to support locations for a CPOD, or the disaster may prevent pre-identified locations from being used. If locations are not able to support a CPOD, mobile distribution is an alternative option. Capabilities exist for the State to support mixed load mobile distribution to isolated farms, nursing homes, adult living facilities, the homebound and elderly, trailer and mobile home parks, and special facilities such as prisons, work camps, and isolated marinas that have fewer than 100 people. Agencies such as the American Red Cross, Salvation Army, and State Office for the Aging may have the ability to conduct limited mobile distribution to these areas while conducting feeding operations, but each local government must address how they will conduct mobile operations in advance based on their demographics.

Attachment 6: DAC/DRC Operation

Placeholder for DAC/DRC Operations